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ABSTRACT

Although there were scattered, nationwide pioneering efforts in educational television (ETV) as early as the 1920's and 1930's, the first educational television broadcast in New York State did not take place until 1941 when Columbia Broadcasting System (CBS) undertook a TV art series in collaboration with the Metropolitan Museum of Art. CBS followed this with other educational projects. In 1952, the Board of Regents in New York State developed a plan for ETV to include 10 ultra-high-frequency (UHF) channels, but the plan was not approved by the governor. In 1955, the Commissioner of Education appointed a Temporary Study Committee on Educational Television, whose recommendations resulted in some State aid and some increased activity in television. This State-supported experimentation lasted three years--1958-59 to 1961-62. The program of support for ETV stations began in 1961-62, after the State law had been amended to permit aid to councils on a matching fund basis. In 1965, the legislature appropriated funds to develop a statewide ETV microwave network, and to produce university-oriented TV programs and courses. By 1968, six stations were in operation. Further advances are anticipated in the use of educational television in New York State.

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A History of Educational Television In New York State

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The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Bureau of Department Programs Evaluation
Albany, New York 12224

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**A HISTORY OF
EDUCATIONAL TELEVISION
IN
NEW YORK STATE
1969**

**The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Bureau of Department Programs Evaluation
Albany, New York**

THE UNIVERSITY OF THE STATE OF NEW YORK

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FOREWORD

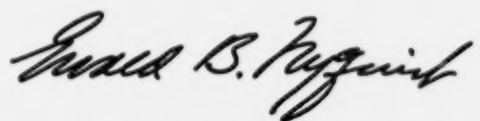
When television was in its infancy, farsighted persons realized and publicized its possibilities as an educational medium. The idea was seized upon enthusiastically by educators, and efforts were begun to fulfill TV's educational potential. Today, many years, many dollars, and many experiments later, the fruition of the pioneers' efforts is becoming evident. Television has entered the schools on a large scale. Outside of the school, educational television stations have been established for broadcasting programs having significance for elementary, secondary, and higher education and for general and cultural education of all citizens.

In a continuing public dialog, the values of television are under constant review. At the same time, in other discussions, the merits of television as an educational tool are evaluated. The preponderance of opinion is that in the field of education TV is a useful resource whose full potential has not yet been realized.

To understand the present status of educational television, it is advantageous to review the history of educational broadcasting. In the State of New York it had several beginnings: one of them was in educational radio programming; another was in national television and its use of instructional materials. There was also the need for the development of innovative techniques to supplement the regular classroom activities. Out of these endeavors, New York State has emerged as a leader in educational television. As a result of the present State encouragement and the experimentation currently taking place, there is considerable prospect that New York will continue to maintain its preeminence in ETV.

In this historical overview, prepared by A. Harry Smith of the Bureau of Department Programs Evaluation, the aim has been to present the high points in the evolution of educational television in New York State. During the preparation of this history, Lee E. Campion, Bernarr Cooper, and Raymond W. Graf, all of the Division of Educational Communications, were consulted for suggestions and criticisms. Their comments

were acted upon and incorporated into the chronicle. Iona Tebordo of the Bureau of Department Programs Evaluation assisted by furnishing constructive comments.

A handwritten signature in cursive script, reading "Gerald B. Pygquist".

*President of the University and
Commissioner of Education*

A HISTORY OF EDUCATIONAL TELEVISION IN NEW YORK STATE

Introduction

The Board of Regents of The University of the State of New York has repeatedly stated its adherence to quality education for all of its citizens, regardless of race, religion, national origin, or economic class. To supplement the conventional instructional methods, innovative techniques are recommended where they can be justified in the educative process.

Educational television has, in recent years, commended itself to the attention of educators as a promising educational device. It can be utilized at all levels of schooling, and adapted to supplement classroom activities.

Regarding educational innovation vis-à-vis its major elements, *ITFS — Instructional Television Fixed Service — What It Is — How To Plan*¹ has this to say:

Every educational innovation has at least three major elements: a recognized and identifiable educational need, a means for satisfying this need, and an educational institution willing and able to engage in the experiment.

One of the needs which educators have identified is that of providing a more economical and efficient means of distributing high quality learning materials to classrooms. However, accessibility requires a means of transmission that provides for the ready availability of the material.

The following questions applicable to educational television were raised in this connection:

Could television, proven effective as a learning resource, also be used as a multiple-distribution means? Could instructional materials be transmitted within a school system without using scarce or unavailable broadcast space? Could microwave facilities be used to accomplish this task? Could more than one subject and more than one grade level be served simultaneously?²

¹ Published by the Division of Educational Technology, National Education Association, for the FCC Committee for the Full Development of the Instructional Television Fixed Service. Bernarr Cooper, ed., 1967. (p. 14)

² *Ibid.*, p. 14.

Answers to these questions are being sought, and there is hope that they will be found. But the finding of answers to these questions is one part of the ETV (Educational Television) story.³

The Beginnings of Educational Television

In the examining the history of educational television, one becomes aware of the fact that it did not arise suddenly out of nothingness, but had its primitive, obscure beginnings more than four decades ago. Beverly J. Taylor, in an article titled "The Development of Instructional Television"⁴ provides the information about those early days.

In 1927, Bell Laboratory proved that a visual image could be transmitted from a sight and sound signal sent from Washington, D.C. to New York. Perceptive educators immediately realized the potential value of television as an educational device, and started experimenting on the basis of the 1927 development. In 1931, the Electrical Engineering Department of the University of Iowa, using equipment donated by the Western TV Company of Iowa, gave a demonstration in closed-circuit TV at the state fair. Shortly afterwards, the university applied for a permit to construct and operate a TV station. The FCC furnished the permit as of January 8, 1932, and licensed the station as of May 27, 1932.⁵

On January 25, 1933, the new station, W9XK, in Iowa City, joined the facilities of the university's AM radio station, WSUI, to transmit its first formal "sight and sound" broadcast. During the next seven years, W9XK broadcast some 389 programs, including "Elementary Art," "Home Planning," "Introduction to Astronomy," and "First Aid" series. Two other educational institutions — W9XG, Purdue Univer-

³ In several places in this history, references are made to educational television (ETV) and to instructional television (ITV). For clarification, these terms are here defined. ITV refers to sequential instruction based on a theme, a topic or a curriculum, involving followup and integration of material, as in a classroom. ETV encompasses the spectrum of educational broadcasting, with programs designed for adults, college students, and child viewers. ETV programs are mainly devised as cultural or enrichment presentations, supplemental to regular classroom instruction. ETV stations often present ITV programs.

⁴ Included in "The farther vision: educational television today." Allen E. Koenig and Ruane B. Hill, eds., The University of Wisconsin Press, 1967.

⁵ *Ibid.*, p. 134.

sity in Lafayette, Indiana, and W9XAK, Kansas State University in Manhattan, Kansas — were experimenting with similar TV services.⁶

Before 1940, several TV stations, operated by such large companies as RCA, professed an interest in broadcasting commercial programs as a public service. The rules for permitting limited commercial operation were adopted April 30, 1941, by the FCC, and the first grant for regular TV operation was issued in June 1941. "By November, eight TV stations had made the transition from experimental to commercial authorizations."⁷ There was great enthusiasm for the new enterprise. TV was also envisioned as a medium for furnishing considerably more information to the great masses of people.⁸

The impact was immediately felt when many schools offered TV courses in teacher training during the summer sessions. In February 1941, the University of California at Los Angeles became one of the first universities to institute a course in TV production and acting. Other universities followed in rapid succession, introducing courses relevant to television. The growing interest in television led to considerations of the establishment of ETV as early as 1944. Kansas State University built an experimental station, WXBW, in 1946, exclusively as an educational TV station. However, the operation was discontinued in 1950. The nation's first ETV station was WOI, at Iowa State University, which began its operations February 21, 1950. Subsequently, the station became affiliated with ABC, operating as a commercial station, and it has continued so.⁹

Later Growth of ETV

The experimentation of the earlier decades continued, and in the early 1950's there was much growth in the use of ETV. By 1962, there were over 60 noncommercial ETV stations in the United States, with the expectation of 15 or 20 more to be added. There was a significant advance in expansion when on May 1, 1962, President Kennedy signed

⁶ *Ibid.*, p. 134.

⁷ *Ibid.*, p. 134.

⁸ *Ibid.*, p. 134. See also "Report of the New York State Temporary Study Committee on Educational Television, January 1956."

⁹ *Ibid.*, pp. 135-136.

a bill authorizing \$32 million to develop ETV facilities throughout the country. The money was distributed on a matching basis over a 5-year period to educational institutions and agencies, and other nonprofit groups.

The promise of expansion has since been more than amply fulfilled as, by 1968, there were over 180 ETV channels. In addition to the use of noncommercial stations for educational purposes, much instructional material has been presented on commercial television. Also, in 1968, there were more than 1,000 closed-circuit systems used for providing instruction in educational institutions nationwide. The growth of closed-circuit television in recent years has been impressive, and its adaptability and application to instruction, almost limitless. It is noteworthy that in its college use, there has been phenomenal growth in terms of numbers of viewers and in numbers of course offerings.

On April 14, 1952, the FCC reserved 80 VHF and 162 UHF channels for ETV. As of April 1967, the figures had become 92 VHF and 182 UHF. In 1952, a corporation, known as the Educational Television and Radio Center, was established in Illinois. It was conceived as an exchange center where most of the programming would be produced by the member stations themselves.

The center did not have its own production staff or equipment. In 1953 and 1954, the first ETV stations were activated. In May 1954, the center became National Educational Television (NET), and inaugurated weekly television service, with four noncommercial ETV stations in the country reaching fewer than 4 million persons. By April 1967, NET was a network of 112 affiliated stations reaching areas representing a total population of almost 130 million. The network is now known as the "fourth network." Although affiliated stations still produce their own programs for NET, this programming is only a minor part of the total, much of which is produced abroad and adapted to American audiences. Half of the NET programs are produced by NET itself, with NET production crews traveling everywhere on the globe.

Educational Television in New York State

The scattered, nationwide pioneering efforts of the 1920's and 1930's proved quite influential everywhere. In New York State, interest in ETV was quickened, as educational projects were undertaken in the new medium in the 1940's.

As early as 1941, CBS undertook a TV art series in collaboration with the Metropolitan Museum of Art for their New York station, WCBW. In 1945, CBS officials met with members of the New York City Board of Education educational radio station, WNYE, to explore possibilities of a "tele-education" series similar to CBS's radio "School of the Air." CBS cooperated with Dr. Frederick Ernst, associate superintendent of New York City high schools in conducting an informal study of materials best suited to telecasting. The first "tele-lesson" was an explanation to laymen on "Optics and the Action of Lenses." CBS also conducted an "All City R-TV Workshop" for a group of eighty selected high school students for several summers.¹⁰

In 1952, the Board of Regents developed a plan for ETV to include 10 UHF channels. For 8 of these channels engineering studies were begun, and the FCC awarded construction permits for 7 channel sites. In 1953, a bill seeking \$10 million to implement the plan was introduced in the legislature. Although the bill was approved by the legislature, Governor Dewey did not sign it, appointing instead a commission to study the need for ETV and the development of State-owned stations. The Regents plan for a statewide system of ETV received a setback by the commission's report that commercial stations could provide sufficient program time for educational needs.¹¹

Glenn Starlin in a State Education Department report later wrote that:

...to encourage local interest and development in educational television, however, the Regents adopted a policy of granting absolute charters to incorporating groups in communities interested in establishing educational television councils. The purpose of such councils was to seek local support for development of educational programs over commercial stations and to work toward the establishment of community educational television stations. The first charter was granted to a council in June 1953 and since then five other councils have been chartered throughout the State.¹²

¹⁰ *Ibid.*, pp. 136-137.

¹¹ State of New York, "Report of the Temporary State Commission on the Use of Television for Educational Purposes," Legislative Document No. 73. February 24, 1953, p. 8.

¹² The New York State Education Department. Television and higher education. Glenn Starlin. The Department, Albany, New York 12224. September 1962, pp. 9-10.

In 1955, the Commissioner of Education appointed a Temporary Study Committee on Educational Television. The recommendations contained in its 1956 report resulted in some State aid and some increased activity in television. For experimental purposes, closed-circuit television facilities were installed at the State College of Education at Albany and at Brockport. In September 1958, a more extensive closed-circuit television system was developed, linking six public schools in Cortland with two in neighboring Truxton and Virgil, thereby enabling experimentation with television among these eight schools. However, according to Gary Gumpert, the experiment did not run smoothly. He states that adverse criticisms developed and the community lost interest in it. On April 11, 1963, the school board in Cortland voted to discontinue ETV. Some people feel that the failure of the project was caused by poor community relations which made TV the scapegoat. Possibly it was the eventual consequence of the grumbling which started over the \$50,000 cable cost.¹³

Raymond Graf, of the Division of Educational Communications of the New York State Education Department, views the Cortland episode in a different light. While Gumpert presents a gloomy picture of the project, Graf exhibits points of evidence indicating that there were successes, and that there was substantial support for the project. In a memorandum to Albert Klevan, Graf stated:

A. The State-supported experimentation lasted three years — 1958-59 to 1961-62. The Cortland Board of Education in addition to those of Virgil and Truxton did, in fact, pick up the television operation and ran it locally for one year 1962-63. It would be safe to assume that in whatever the State was or was not able to accomplish, there was enough attractiveness to vote a continuation.

B. After the unexpected negative vote by the Cortland Board of Education in the spring of 1963, 83 percent of the Cortland faculty and administration put their names on a petition to the Board of Education to have the television operation reinstated as a matter of educational necessity. Record of this may be found in the Cortland Standard, The Syracuse Post Star, The Syracuse Herald Journal and Binghamton Press. It could be concluded, therefore, that though the television operation may have been politically or economically unpopular, it had abundant support from the educational community.

¹³ Gary Gumpert, "Closed-Circuit Television in Training and Education," in *The farther vision: educational television today*, Allen E. Koenig and Ruane B. Hill, eds., The University of Wisconsin Press, Madison, Wisconsin, 1967, p. 174.

C. At the next regular Board meeting following the vote to abandon the television program at Cortland, the same board voted to equip its new high school with television cable and to restore cable components to existing schools.

D. No issue before or since created as much public interest in Cortland as did the issue of educational television. A check with the editor of the Cortland Standard will indicate that the volume of letters and articles far exceeded any other issue in number and span of time.

E. During the three years of State operation the two video channels plus the talk-back system averaged 25 hours a week of live programing... For the amount of programing involved it was in fact a very smooth operation.

F. There were several tangible outcomes of the project not the least of which was Cortland's first articulated science curriculum. In addition, there were research projects in reading and high school math which were favorable to television.¹⁴

The Schenectady public school system was one of the first to experiment with the application of open- and closed-circuit television to education. In the years 1940-48, there were only five television stations in the country, with WRGB in Schenectady, the second oldest. The Schenectady school system became involved in television when it accepted 15-minute weekly time allotments to interpret school policies and programs, and 1-hour weekly periods for adult education. Enthusiasm about television as an educational medium provided administrators, teachers, and lay citizens with the impetus to continue in ETV. As a result they commenced explorations into open- and closed-circuit television. In September 1953, under a \$10,000 Ford grant a closed-circuit pilot project using rented television equipment was undertaken, with local teachers supplying the instruction in high school subjects. This experiment was followed by other installations at the local high schools. With respect to open-circuit broadcasting, the school system has given much support to station WMHT, the local ETV station, and has availed itself of many of the station's offerings.

In 1958, in a 5-year experiment known as "Regents Educational Television Project," aimed at the public schools in the metropolitan area, the State contracted with the commercial station WPIX, Channel 11, New York City, to broadcast several educational programs. In *Schools of Tomorrow — Today!* Arthur D. Morse stated that Station WPIX

¹⁴ Ray Graf, Personal communication to Albert Klevan, May 27, 1969.

...transmits lessons...Monday through Friday from 9:50 a.m. to 3 p.m.

Sixty-five programs a week reach a school audience of 450,000. Elementary, secondary and college courses are presented "live" and on film.

The TV teachers are drawn from several New York State school systems and contributors to programming include the National Educational Radio and Television Center, the Museum of Modern Art, St. John's, Columbia, and New York Universities.¹⁵

The experiment was continued through the 1961-62 school year, after which it was continued under the auspices of the Educational Broadcasting Corporation, WNDT, Channel 13, New York City.

Endeavoring to enlist public support for educational television stations, in 1959, the Western New York Educational Television Association, taking over an existing channel previously operated by a commercial network, established WNED-TV, Channel 17, in Buffalo as the first television station in New York State devoted to noncommercial broadcasting. In 1953, following Governor Dewey's ETV veto, the Mohawk-Hudson Council on Educational Television started operations on a shared-time basis on WRGB and WTEN. In 1963, WMHT, Channel 17, was established in the Albany-Troy-Schenectady area. Downstate,

...the Council for Educational Television for the Metropolitan Area (now the Educational Broadcasting Corporation) has helped to bring educational broadcasting facilities to New York City with a full-time noncommercial educational television station, WNDT, Channel 13,¹⁶ which started broadcasting in September 1962.

In 1961, the FCC launched a 2-year experiment in UHF, with funds appropriated by Congress. The result was the establishment of WNYC, Channel 31, owned and operated by New York City. Still in operation, its programming includes instruction by the Board of Education and Board of Higher Education, and an interesting variety of services. There has been no conflict between Channels 31 and 13, although Channel 25, established in 1967, has become prominent in instruction to the schools.¹⁷

¹⁵ The New York State Education Department. *Schools of tomorrow—today!* Arthur D. Morse. The Department, Albany, New York 12224. 1960, p. 179.

¹⁶ Glenn Starlin, *op. cit.*, p. 11.

¹⁷ An interesting "second birthday" article about Channel 25, titled "New York's 'forgotten' TV station," appeared in the Sunday New York News Magazine, April 6, 1969. In the article the author, Bob Lardine, touches upon such points as the station's present status, its operations, and some of its problems.

On a limited scale some colleges and universities, elementary and secondary schools have offered educational programs over commercial stations. Also, on a limited scale, a few schools have installed closed-circuit television for on-campus use.

Despite unceasing efforts in the State Education Department to promote educational television, full scale development was retarded for several years because of poor legislative support and meager funds. However,

...legislative action in 1961, did approve some increases in budget and did permit the Department to extend its dealings with schools, colleges and non-profit organizations within the University of the State of New York and to give more substantial support to television projects which the schools and television councils were interested in developing. The Division of Educational Communications of the State Education Department was also able to supplement its staff with television specialists to give better service in several areas of development and the general climate for utilization of television in education was improved.¹⁸

The results of the 1961 legislative action are embodied in Section 213 of the Education Law, which refers to the extension of educational facilities in the State. The principal features relevant to New York State ETV are here summarized. Specified are the equipment and personnel to be utilized in the extension.¹⁹ The school districts are permitted to make arrangements for providing educational television.²⁰ New York City is permitted to lease and operate a television station.²¹ Closed-circuit television may be installed by the school districts, under specified procedures for applying and installing this medium of instruction.²² Methods of funding and meeting costs are also included. Another paragraph specifies that the State shall provide in the first year, for the acquisition and operation of TV facilities, 50 percent of the funds needed, and in each successive year, for operational costs, the State assistance shall be reduced by 10 percent. However, for acquisition

¹⁸ *Ibid.*, pp. 12-13.

¹⁹ *Education Law*, Section 213, 1968, Subdivision 1.

²⁰ *Ibid.*, Subdivision 2, added by legislature 1958, amended by legislature 1961, effective April 1, 1961.

²¹ *Ibid.*, Subdivision 2, paragraph c.

²² *Ibid.*, Subdivision 4, added by legislature 1961, effective April 1, 1961.

of facilities and equipment, the State shall reimburse at the rate of 50 percent in any year.²³

Until 1967, a school district and a board of cooperative educational services (BOCES) had been prohibited from using approvable BOCES funds for ETV. In 1967 the ban was deleted, thus enabling BOCES and school districts to promote all activities provided in Section 213. In this manner BOCES participation in ETV programs was made possible.²⁴

The program of support for ETV stations began in 1961-62, after the State law had been amended to permit aid to councils on a matching fund basis. At that time, the appropriation was \$200,000 for council support and \$200,000 for TV in the schools. In 1962, \$360,000 was earmarked for aid to educational television councils and \$600,000 for aid to schools in the use of educational television, with increase in school involvement.

Support for schools on a five-year basis is now under the Local Assistance Act. Money appropriated for programming and air-time services is distinct from money appropriated to aid schools over a five-year period of time on a matching basis. However, schools may and do elect to support the school service of an ETV station with aid-to-schools matching funds.²⁵

However, appropriations for the support of ETV Councils and appropriations for television in the schools are not related. This significant advance in State assistance permitted contracts for educational series to be drawn with all six educational television councils in the State, and allowed an expansion of the aid-to-schools program.

Contracts were not drawn with *all* 6 educational television councils to demonstrate how production acquisitions help to expand the software for the aid-to-schools program in television.²⁶

Much valuable work has been done by individual educational television councils in television demonstrations conducted by the Division of Educational Communications for the State Education Department; by the New York University and its early morning telecourse in Sunrise

²³ *Ibid.*, Subdivision 4, paragraph d.

²⁴ *Ibid.*, Sect. 1958, Subdivision 5.

²⁵ Bernarr Cooper, memorandum to Al Klevan, June 2, 1969.

²⁶ *Ibid.*

Semester over WCBS-TV; by Hunter College in its exploration in the use of closed-circuit television in teacher training; and by Syracuse University in television training.

The Union Free School District 18, on Long Island (Plainedge Public Schools), a recognized pioneer in the use of new audiovisual materials and experiments with new teaching techniques, volunteered to test the feasibility of ITFS. The operation actually involved the combined efforts of five districts, including Plainedge, Plainview, Bethpage, Farmingdale, and Massapequa. In 1961, permission was received from the FCC "to experiment in the relatively uncrowded frequency range of 2000 megacycles. . . . Later, the FCC determined that the 2500 to 2690 range was more suitable for such instructional applications and would accommodate a multiple channel potential."²⁷ On July 25, 1963, the Instructional Television Fixed Service, as it was called, was established in the 2500-2690 megacycle range.²⁸ Within the next few months, construction permits were submitted for every available channel group in Nassau County, Long Island, with the first system to go on the air in Mineola. By July 1967, the FCC had received more than 120 construction permit requests for over 330 channels. Such rapid growth augurs well for the future of ITFS.

Newburgh has in operation a closed-circuit ETV program for 12,500 public school and 2,000 nonpublic school pupils attending 28 schools, kindergarten through 12th grade. Designed to improve education of under-achievers, with emphasis on disadvantaged children, it enables master teachers to reach more pupils on TV than is otherwise possible. In addition, the program allows the presentation of a greater variety of subject matter, the use of techniques, materials, audiovisual aids, and special programs, to which TV is specially adapted. It presents programs which would have been too costly for individual schools to support, and finally, it extends inservice training for teachers and teacher aides.

²⁷ ITFS—instructional television fixed service—what it is—how to plan. pp. 14, 16.

²⁸ Bernarr Cooper points out "that the 2500-2690 range was chosen because of previous commitments in the 2000 megacycle band. Even the 2500 to 2690 band in some parts of the United States did have people on it who were industrial users. . . . It was established at that time for three years to attempt to discover whether or not its use was justified for instructional purposes. The three-year period was an experimental period. It is not any longer. Rules and Regulations of the FCC have since established it as the "Instructional Television Fixed Service." Memorandum to Al Klevan, June 2, 1969.

Another example of a promising program is Elmira's use of CATV (Community Antenna Television). Programs received on a community antenna are relayed to district schools over cables owned and operated by Elmira Video Company. Local experienced teachers are employed. Their presentations are videotaped and stored for later transmission on the channel set aside for exclusive school district use. Twenty of 22 schools in Elmira receive ITV (Instructional Television) service by leasing a cable-transmission facility for CATV from Elmira Video Company.

By 1962, it had become eminently clear that ETV was a significant educational factor. On December 19, 1962, indicating his awareness of the important role which ETV could play in education, New York State Commissioner of Education James E. Allen stated in a report:

To meet our needs and achieve our goals and objectives in education, in the light of current problems and trends, will require all the ingenuity, imagination and determination we can muster in the use of our resources, human and material. We do not have the personnel, money or time to rely solely on the methods and practices of the past. We need to explore and use widely all of the technologies, techniques, and procedures available for doing the job better, and at the lowest possible cost. Fortunately, we have available one of man's most powerful means of communication, television, to apply to the solution of many of our educational needs.

The State Department of Education has completed a decade of study, experimentation and evaluation of educational television. We are convinced that educational television offers the potential for more and better education, economically achieved. All that is required now is the will and the means to put it into wider practice.²⁹

On September 27, 1965, Commissioner Allen and President Samuel B. Gould, of the State University of New York, jointly issued a report (*A Report of Educational Television in the State of New York*), discussing certain responsibilities, expectations, and agreements in respect to ETV in New York State. The following presentation is an adaptation of that report, in some instances updating points on which there have been developments since 1965.

While April 1961 was significant for ETV legally, June 1965 was important from the standpoint of funding. It was in June 1965, under the leadership of Governor Rockefeller, that the legislature appropriated

²⁹ New York State Education Department, Division of Educational Communications, "Educational television: a plan for statewide development in New York." Albany, 1962, p. 19.

funds to develop a statewide ETV microwave network, and to produce university-oriented TV programs and courses.³⁰ The State University of New York was to administer \$625,000, while \$2.1 million were to be used to expand the State Education Department's program to aid ETV. For the first time matching capital funds were provided to construct stations in Rochester and Syracuse. Open broadcast ETV became the shared responsibility of the State Education Department, the State University, and the ETV councils.

Private, nonprofit educational agencies and councils own and operate ETV stations in some cities, produce and air ETV programs over commercial stations in other cities, and are endeavoring to establish ETV stations in still other cities. It was then expected that another New York City station, Channel 25, many years in the planning, would be in operation by the end of the fiscal year 1965-66, under the auspices of the New York City Board of Education, deriving its financial support from the State Education Department's aid-to-schools program.³¹ Channel 25, WNYE, came into existence April 3, 1967, and has been broadcasting a variety of educational programs, principally instructional programs for the schools.

In the report it was stated that the sharing of responsibilities among councils, the State Education Department, and the University presented certain difficulties in administration, but the tripartite agreement on responsibilities offered the strong likelihood that all the State's varied needs in ETV would be met. The Education Department's broad knowledge of the State's educational needs, the University's special knowledge of public higher education needs, and the councils' knowledge of local needs, in combination will probably produce intelligent, imaginative, practical programming purporting to meet the needs of all of the people of the State.³²

In order to solve the problems of organization and to properly mark out areas of responsibility among themselves, the council, Education Department, and University representatives held frequent meetings to resolve these questions.³³ A summary of their discussion and agree-

³⁰ This network operation was suggested in the Starlin report and recommended for implementation by the State Education Department. See Item 2, page 20.

³¹ James E. Allen and Samuel B. Gould, "A Report on Educational Television in New York State." September 27, 1965.

³² *Ibid.*, p. 2.

³³ *Ibid.*, p. 2. See also Glenn Starlin, *op. cit.*, pp. 29 ff.

ments at these sessions follows. It was recommended that:

1. The State Education Department be responsible for:
 - a. Station development and rehabilitation (on a matching fund basis).
 - b. Program production, acquisition, and broadcast service, with special emphasis on elementary and secondary school programs.
 - c. Programs to encourage private colleges and universities to participate in the statewide ETV plan.
 - d. Videotape duplication and distribution services.
 - e. Continuing development of private and/or cooperative broadcast services in the public schools.
2. The State University be responsible for:
 - a. The development, administration, and operation of the statewide ETV microwave network.
 - b. Program production, acquisition, and broadcast service, with special emphasis on higher and continuing education.
3. The ETV Councils will be responsible for:
 - a. Local programming needs.
 - b. The normal operation of their stations, including responsibility for and control of, their broadcast schedules — with the understanding that State University and State Education Department programs will be aired by stations which accept payments from these agencies for broadcast services; and with the further understanding that such programs will be aired at mutually acceptable times.
 - c. Programming the microwave network in association with the University and the State Education Department.³⁴

The funds appropriated to the State Education Department (SED) for educational television were expanded to continue SED programs designed to aid and strengthen educational television throughout the State. The funds appropriated to the University were expanded to establish a microwave network, and for the production, acquisition, and broadcasting of television programs in the areas of higher and continuing education. The councils, as before, gave special attention to local interests and needs. From these joint efforts, it was expected would come programs to meet the needs of all the people of the State.³⁵

It was anticipated that there would be a total of eight community educational television stations. Three were then in operation (New York City, Schenectady, and Buffalo). Two more were expected to be in operation by the end of the fiscal year (Rochester and Syracuse).

³⁴ *Ibid.*, pp. 5-6.

³⁵ *Ibid.*, pp. 6-7.

Two additional stations were proposed for development during the fiscal year 1966-67 (Long Island and Binghamton), and during the fiscal year 1967-68 funds would be requested for a station in Watertown, thus completing the eight community stations expected to be established within the State.³⁶ As of this date (1969) only the Watertown station has uncertain status, while the others have been completed and are operating. By 1968, six stations were in operation. The Long Island station, WLIW, Channel 21, was completed and started operating in 1968. In Watertown one was getting underway.³⁷

It should be emphasized that it was proposed that the State assist in the development of community stations only in those communities which would give solid evidence of being financially able to construct, operate, and maintain such a facility. If Binghamton, Long Island, and Watertown were unable to raise sufficient funds, consideration was then to be given to the establishment of State-owned and operated stations in these areas.³⁸

It was proposed that over a period of years the State would bring an open-broadcast ETV signal into all significant areas of the State through satellite stations and/or a community antenna television system.³⁹

Since the proposals were made, there has been much progress; it is expected to continue. If present interest and enthusiasm are indices of the possible growth of ETV, then the future of ETV is quite promising for all viewers, particularly the schoolchildren.

Addenda on Viewers and Viewing

In the foregoing account, the salient aspects of New York State educational television have been presented with emphasis placed prin-

³⁶ *Ibid.*, p. 7.

³⁷ As of March 1969, the following were the New York State ETV stations affiliated with NET:

WSKG, Binghamton, Channel 46.
WLIW, Hempstead, L.I., Channel 21.
WNED-TV, Buffalo, Channel 17.
WNDT, New York City and Newark, N.J., Channel 13.
WXXI, Rochester, Channel 21.
WMHT, Schenectady, Channel 17.
WCNY-TV, Syracuse, Channel 24.

All the councils subscribe to NET, thereby making their stations affiliates of NET.

³⁸ *Ibid.*, p. 7.

³⁹ *Ibid.*, pp. 7-8.

cipally on its development as an institution, and on television as an educational medium. In this section are noted some facts about viewers, their reactions, and their numbers.

According to an estimate reported in *Education Statistics*, New York State (prepared especially for members of the Legislature, January 1969, page 17, the 8 councils spend approximately 21,870 hours a year in broadcasting to a potential audience of 27,035,000.

Some 1,500 units of instructional material are now available on video tape and some 7,000 titles are available at minimum cost on audio tape for use throughout the State. More than 2.3 million students in 40,000 classrooms were reached with video materials produced for and distributed by the State Education Department in fiscal 1968.⁴⁰

As of June 1968 total enrollments by closed or open circuit television encompassing more than 2,130 schools were 2,825,099.⁴¹

Many studies have been made in an effort to ascertain the viewer reactions to television programming. One such study was reported by Paul Saettler.⁴² This study was undertaken to monitor commercial television in New York City. From January 4 through 19, 1951, the programs were observed for more than 12 hours a day. The study was under the direction of Dallas W. Smythe, a research specialist at the University of Illinois, and Donald Horton, a sociologist at the University of Chicago, and had the assistance of a group of women volunteers. Saettler states that:

The results of this ordeal were eyestrain, recurrent headaches, a very low opinion of commercial television, and some very incriminating findings. Among the mass of findings was the significant fact that no time was given to educational programs as such. Most of the so-called children's programs bore little or no relation to the tasks and needs of the children.⁴³

Another prominent study was undertaken by Gary A. Steiner, who reported in 1963 on audience attitudes. The sample studied was national, and the investigation was about programs on commercial tele-

⁴⁰ New York State Education Department, "Education statistics New York State." January 1969.

⁴¹ Bernarr Cooper, memorandum to Al Klevan, June 2, 1969.

⁴² Paul Saettler, *A history of instructional technology*. McGraw-Hill Company, New York, 1968.

⁴³ *Ibid.*, p. 230.

Lack of audiovisual training by principals
 Program added nothing to what was going on in the classroom
 Unexpected circumstances at the time of the program
 Poor coordination with the classroom
 Length and timing of programs
 Lack of feedback and rigidity of schedule

The advantages were:

Ability to overcome physical limitations of the classroom by employing expensive equipment not available to classroom teachers
 Access to scenes of distant places
 Exposure to more expert teachers
 TV can be more dramatic and motivating
 Breaks up a teacher's day
 Provides hints about teaching procedures
 Builds teacher's knowledge

As a final note, one recalls the report issued by Robert H. Finch, the new Secretary of Health, Education and Welfare, stating that a child may view from 2,000 to 3,000 hours of television before reaching elementary school, a matter which (according to Secretary Finch) the elementary schools do not take into account.⁴⁵ It is significant that this prominent public official sees TV as an important educational device.

The TV-viewing child has no experience in a world without television. While the adult separates the fantasy character of television from the reality of the nontelevision world, the child does not. For him, television is reality. "Therefore, the knowledge gained through television viewing has great impact" on the child.⁴⁶ It would follow then that the children's devotion to television might somehow be channeled into educational paths. The New York State Education Department is not unmindful of this situation.⁴⁷ The great strides made by New York State in ETV constitute testimony to this fact. Even as this report is being prepared it is apparent that further advances are anticipated.

⁴⁵ Associated Press dispatch dated January 7, 1969. "Finch Asks 'Shake-Up' in Education," The Knickerbocker News, Albany, N.Y., January 7, 1969. On this date, Mr. Finch was still Secretary-Designate.

⁴⁶ Bernarr Cooper, memorandum to Al Klevan, June 2, 1969.

⁴⁷ See Commissioner Allen's report of December 19, 1962, pp. 17-18.

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